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# Welfare

## *In This Issue*

### OVERALL PLANNING WORKING WITH OLDER PEOPLE CANADIAN CONFERENCE

JULY 15  
1946

VOL. XXII  
No. 3

CANADIAN



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R. E. G. DAVIS,  
*Executive Director*

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## YOU ARE INVITED

to become a member of The Canadian Welfare Council.

The health of a democratic society may be measured by  
the quality of services performed by its citizen volunteers.  
. . . Social work is about to become a people's movement.

—EDUARD C. LINDEMAN,

*Professor of Social Philosophy, New  
York School of Social Work.*

Are you a part of the people's movement in Canada?

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CANADIAN

# Welfare

VOL. XXII  
NO. 3

JULY 15  
1946

## *From Halifax to Bikini*

THE Canadian Conference on Social Work is reported elsewhere in these pages, but not more fully than it deserves. It will long be remembered by the six hundred or so persons who attended from every province in Canada. Looking back one may be pardoned for recalling first the ideal summer weather and the extraordinary hospitality of our Halifax friends; but this is no reflection on the program which was of the sort to raise the sights and stir the enthusiasm of everyone interested in the progress of social welfare across the country. Addresses like Mr. Rowe's on Social Security in Australia or Mr. Bennett's on Penal Reform revealed clearly the distance Canada has yet to go in providing for human need before it can take its place with pride among the leading nations of the world. On the other hand, when Canadian problems were being considered, one could not fail to be impressed with the progressive outlook and mature thinking displayed by many of our own leaders. Undoubtedly, we now have in this country a considerable group of people, lay and professional, who know what the main goals of social work effort ought to be and are resolved to have Canada reach them with as little delay as possible.

Mr. Illsley's budget address was reported in the Press on June 28th, too late to be considered in the Conference but its effect on the immediate outlook for social welfare programs was the topic of many informal conversations on the Dalhousie campus and in hotel rooms before the members bade one another farewell. Satisfaction was expressed that at least the way was now open for individual pro-

vinces to enter into financial agreements with the Federal government that would provide the means of support for improved welfare services at the provincial level. The prevailing feeling, however, was one of regret and disappointment that Ottawa, in the new deal, had withdrawn its earlier offer of public investment grants to help maintain employment as well as its proposals for more adequate old age pensions, health services and unemployment aid. For such a co-ordinated scheme as the Dominion government obviously had in mind at the beginning, the best efforts of this province and that were regarded as utterly unable to offer any satisfactory alternative. Further, a great many felt that this reversal of policy in Ottawa would serve to encourage the activities of individuals and organized groups throughout the country which oppose social security in the interests of economy and a balanced budget. An indication of how the wind is blowing in certain quarters can be seen from the following comment on Mr. Ilsley's budget which appeared in the editorial column of an influential weekly newspaper: "Most taxpayers will shed no tears over the abandonment, at this time, of costly and contentious social security measures."

It may seem like a long leap from this to Bikini and the explosion which took place there while most of the delegates to Halifax were still on their way home, and yet there is a connection of particular importance to social workers. For the release of atomic energy has underscored the problem of human relationships which is at the heart of the job with which social work all along has been concerned. Bikini and Halifax, alike, summon us to think big about our purposes which have greater relevance today than ever in human history. What we desire for the local and national community in the way of social welfare, justice, and freedom from want, if interpreted and applied boldly on a world scale would eliminate the breeding ground of future wars, and with it the threat of human extinction. It would also usher in a "new era" in which the resources of atomic power could be freely used in a world at peace to enrich the lot of mankind everywhere.

# Overall Planning

*Address given at the National Conference of Social Work,  
Buffalo, N.Y., May, 1946, by Violet M. Sieder, Associate,  
Health and Welfare Planning Department, Community  
Chests and Councils, Inc., New York.*

THERE are today two trends of major significance to social work. One is the increasing development of welfare services under governmental auspices in the fields of family and child care, recreation and group work, education, health and hospitals, courts, libraries and other programs affecting the personal adjustment of the individual and the family to community living.

The other is the recognition of the need for a strong co-ordinating council to act as the over-all welfare planning body through which public and private agencies and interested organizations and individuals can work co-operatively to study, plan, and act to meet the welfare needs of the community.

Neither of these trends is new. What is new is, on the one hand, the widespread acceptance of the necessity for extensive public support of a variety of programs to serve the mass of citizens; and on the other hand, a recognition that welfare needs of people, to be efficiently and economically met, require not only a wide variety of independent public and private agencies, each set up to meet some specialized part of that need, but also an over-all planning body through which community services can be co-ordinated, balanced and interrelated.

The war years, with their intensification of social problems, brought new emphasis to the need for such co-ordination of services. The post-war period is witnessing many efforts to do better planning—social, economic, and physical—with the relationship of social planning to economic and physical planning swinging into focus for the first time. The various social forces in the community are learning to look to the council as the organization through which they may participate as a group for joint or co-operative study, decision, and action. In our complex society, where the very spirit of democratic freedom in thought and action naturally leads to the development of many specialized programs, it is recognized that an over-all point of view is necessary in planning for the total program of community services. This paper assumes that the council should be the over-all planning body for health, welfare, education, and recreation services in the community.

The performance of this function demands a co-operative community effort to: co-ordinate the work of existing services; eliminate duplicating or unnecessary activity; locate unmet needs and see that they are met; stimulate preventive and remedial measures;

improve the quality of community services; promote public understanding of needs and resources; develop an increasingly effective program of community resources to the health and welfare needs of all citizens.

These two developments—public welfare services and community welfare planning—are deeply interrelated and it is important at this formative stage in the rapid growth of each that we examine the general principles that make for working together effectively. My comments will be based on the findings of an intensive and comprehensive study undertaken by Community Chests and Councils, Inc. Many of you participated in this study, either as one of the 113 councils which answered the questionnaire that went to all of our members; or by personal interview with a member of the Health and Welfare Planning Department staff who visited in one of the 21 cities intensively studied. Also consulted were representatives of federal agencies and national associations of public agencies in the fields of family and child welfare, health, recreation and education.

Time does not permit me to discuss with you the statistical findings that reflect the extent and limitations of the relationship of public agencies and councils. Suffice it to say that although the study indicates a very substantial participation by a wide range of federal, state, county and municipal public agencies in councils, it also indicates considerable room for expansion.

Much of public welfare development has been initiated, fostered, sponsored, and even fought for by community welfare councils. Instances could be cited where departments of welfare, health, recreation and others were created as a direct result of council efforts. Many councils today are working further to develop, expand and improve public services such as medical and hospital care, housing, general public assistance, mental hygiene and recreation. They also offer many direct and indirect services to public officials.

What are the factors which make for an effective relationship of public agencies and councils? The study points to several.

### I Criteria for Public and Private Services

Councils should have a sound basic philosophy on the relationship of the functions of public and private agencies defined in terms of policies and criteria against which existing agency services periodically may be evaluated.

If public agencies are to participate fully in the over-all planning job of councils, it is necessary to dispel rivalries and fears, including the bogeyman that the council either is a protective society for vested interests in voluntary agencies or is curtailing private interests through sponsorship of expanded public programs.

Historically, there has been a general process of evolution from private to public auspices for health and welfare services. The stage of development varies from

one community to another and the areas of operation are not mutually exclusive. Because of the variable factors such as changes in general social and economic conditions, the extent of need, the available resources, and legislative limitations, no clearcut formula can be stated for a division of work between public and private agencies in any field of social welfare which will be good for all times and all communities. The actual functional definitions must be kept fluid in order that responsibility may be readily transferable from one to the other and thus strengthen both. If councils have long term policies against which public and private agency services periodically may be evaluated, it avoids the continued operation of programs by private agencies solely on the basis of precedent, habit or vested interests, and also the artificial division of responsibility between existing public and private agencies operating within the same field. It makes partners of public and private agencies rather than rivals.

## II Community-mindedness

The second factor pointing the way to good relationships is that the council must be community-minded rather than agency-minded if it is to serve as the over-all welfare planning body. How is this community-mindedness to be achieved?

First, the council must have a broad membership base. Such a base will include not only public and private agencies but also civic, fraternal, religious, labour, business organizations and key laymen. It

will also include affiliation by all agencies and departments of federal, state and local government officially represented within the community and/or operating local services in the fields of welfare. Councils should seek the active participation and, if possible, membership affiliation by public board members and key public officials, such as commissioners, municipal and county executives, councilmen, legislators, fiscal agents and others whose responsibilities for budgeting, policy-making, financing and legislating affect the work of tax-supported and voluntary agencies.

Councils should provide for individual memberships which make possible the inclusion of strong and active community-minded laymen, who are not necessarily identified with individual agencies.

A community-minded council program depends upon a staff qualified by experience, professional training, and personality which can achieve a council program meriting the confidence of community leaders, including public officials. The calibre of professional leadership in public agencies also plays a large part in determining effective participation in community planning.

The name of a local welfare planning council should be broad and inclusive. Councils should consider seriously whether the name, "Council of Social Agencies" permits public departments and other government officials easily to identify with it. Schools, libraries, health departments, courts and

other public agencies frequently do not consider themselves "social agencies". Thus the very name tends to limit the concept of a planning council in the minds of people to an association of social agencies, which does not include departments of government engaged in work in this field. It also tends to limit the lay participation to members of boards of social agencies, thus excluding civic organization, parents' groups and others. Public officials are responsive to community or civic organizations which represent communitywide interests with emphasis on over-all planning. On the other hand, pressures or demands from a so-called "social agency" council sometimes tend to prejudice the cause sponsored. Although the name "Council of Social Agencies" is still most commonly used, more and more cities are changing it to "Community Council", "Community Welfare Council" or "Social Planning Council".

The council should be structurally defined in such a way that it is free to make independent decisions on major planning issues without any external controls.

The council of planning is frequently suspected by public officials and the general citizenry if it is subject to the action and decision of the board of the chest. To assure its freedom of such domination, a number of councils have a separate constitution and/or by-laws. This is true not only where the council is an independent organization, but where it is affiliated with the chest. In many instances,

councils want to have chest action on social planning matters, both for the added weight this gives and for commitment of the chest body on major policy matters. However, the advisability and need for such action should be determined by the executive committee of the council.

### **III Quality of Council Program**

The third factor influencing the relationship of public agencies and councils is the quality and content of the council program. Basic to any council program are: common services, statistics and research, public relations, inter-agency relationships, social action, and advisory service to both public and private financing bodies on budgeting to meet community welfare needs.

We do not need to dwell on the obvious importance of council operated services such as social service exchange, information and referral services, volunteer bureau and speakers bureau, which meet a common need of all or a group of agencies.

A competent study, fact-gathering and statistical reporting service which includes both financial and service data and which encompasses both public and private welfare agencies is fundamental to sound community planning. Such data reflect trends in services, as well as expenditures and receipts, and will permit a factual perspective on extent of need in various welfare fields. Need for increased council activity in this area is indicated by the study which found that only 60% of the councils included received regular service re-

ports from private agencies and only 40% received such reports from public agencies.

Wherever possible, studies and projects involving public agencies should be initiated, planned and carried out with the co-operation of the public officials involved. If the council is to be accepted by both public and private agencies as the over-all welfare planning body, it is important that public agency people be included in study committees which review private agency services just as private agency representatives serve on committees to study public agency programs.

Council public relations and publicity should interpret functions and programs of both public and private agencies through every available medium on a year-round basis. Chest campaign publicity should be carefully cleared or worked out jointly with the council publicity committee to avoid any misunderstanding or misinterpretation of the relationship of public and private agency services. The public should understand that their gifts are necessary to supplement and extend rather than to substitute for the tax dollar.

In publicizing its own program, the council should be careful not to take undue public credit, especially when a public program is being initiated and developed. Although changes in community planning are accomplished by agencies working together through the council, the important thing in building prestige is not to insist upon public credit, but to develop

an organization in which members have confidence and to which they can turn for help and support.

Through council committees, agencies are able to clarify intake and discharge policies, referral procedures, inter-agency agreements and other questions and problems which arise between public and private agencies that carry on inter-agency business. Such clearance not only makes for smooth working relationships, but also serves to point up gaps and duplications in services and helps the agencies to see their functions in perspective against the total health and welfare program.

A council should have a clearly defined policy, developed with the participation of public officials, in regard to the channels and methods of taking a responsible stand on legislative or other public issues. This will show public agencies that they may rely on effective and timely support for vital public measures. For example, the committee on social legislation of one council analyses federal, state, and local legislation that affects health and welfare program, and advises on the status of proposed or needed legislation. The executive committee of the council takes action on the basis of this information and reports its action to its member agencies and organizations for their individual action. In so far as possible, legislative proposals are anticipated by the committee and formal action secured in advance from the executive committee. The committee on social legislation may, with the approval of the

executive secretary and the president of the council, take emergency action. Specific legislation policies have been worked out in advance on such matters as the extension of grants in aid for public assistance, laws on marriage and divorce, uniform residence laws, veterans programs, housing, aliens and race relations.

Another integral part of community planning is the council's responsibility to serve as adviser on welfare budgeting to both public and private appropriating bodies. Such service fulfills a council responsibility to give perspective to welfare spending, both public and private. This requires a consideration of the relationship of expenditures by tax and chest and other privately supported agencies to established community needs and to the total financial resources of the community.

The ability of the council to serve in an advisory capacity to appropriating bodies depends in great part upon its objectivity, community-mindedness and freedom from control by special interest groups. Planning that stops with the study frequently falls short of the mark of effectiveness; planning related to budgeting and financial support is realistic and forcible.

Such realistic planning has been accomplished in a number of ways. Representatives of councils, including public officials, sit on chest budget committees; council staff members serve as consultants or secretaries to budget committees; or budgeting is done by the council

through its functional divisions or committees, subject to the final review of the chest. Fiscal agents such as public tax commissioners or finance officers have given valuable service to budget committees. Since budgeting skill is a form of planning, it is of primary importance that the council's knowledge of community resources and relative needs within and between major fields of community welfare, plus its knowledge of service standards should be made available to the budgeters.

In a few instances, public agencies have invited official review of their budgets by a council committee or a chest-council budget committee, but usually such requests are on the basis of the need for community support of a proposed increase. The budgets of such agencies as nursing services, health departments and juvenile courts have been reviewed against a background of the total needs and expenditures within a functional field, both public and private. Councils generally recognize that review of both public and private agency budgets is valuable for intelligent over-all planning, but apparently only a beginning has been made in this direction.

#### **IV Agency Use in Council**

The fourth and last important factor in the success of public agency participation in the council is how the agencies, public and private, use the council.

Public agencies, to be an integral part of community planning, must do more than use the common services and maintain membership in

name only. Actual participation in committees and policy planning bodies is called for.

Over and above these considerations, public agencies as participants in the council, should use and look to the council as the medium for anticipating community needs, preparing the public for new services, and initiating and promoting changes in programs. The council's function is to be alert to these problems and to find some resource to meet them until such time as the need and the procedure for meeting it are demonstrated as the legitimate responsibilities of the public agency. The council also has the obligation to prepare the public for full acceptance of such responsibilities through an educational program which may even involve a demonstration project.

A council should be used by both public and private agencies for preliminary discussion of major program or policy changes before making them effective.

During the course of the study some public administrators expressed the opinion that since they are held responsible by law for the operation of their agency programs, it is frequently necessary for them to make policy decisions on an authoritative basis and to engage directly in community organization. While recognizing this to be true, skilful administrators have found the council a useful tool in carrying out their responsibilities. By early indication of contemplated changes in agency program or policies which would affect the operation or function of other com-

munity agencies, possible community misunderstanding may be avoided. This clearance function is fundamental to the whole idea of a co-ordinating council. When this function is used freely by administrators of public and private agencies, it helps to inspire mutual confidence and to guarantee smooth working relationships.

The study revealed clearly that participation by public agencies in councils is mutually advantageous. Public officials gain an awareness of the entire social structure, a perspective as to how their particular department fits into the whole, and consciousness of the gaps in community services. They also have an opportunity to interpret their agency's functions and problems to other public and private agency board members, staff, and representative citizens. This understanding makes possible intelligent community support of public agency budgets and legislative programs.

The council, on the other hand, must have the full participation of public agencies if it is to discharge its responsibility to the community of achieving a well-balanced, co-ordinated, adequately administered set of social welfare services for the use of the public.

As has been pointed out, there is abundant evidence of good public agency-council relationships. This paper has cited the general principles back of the achievements revealed by the study such as creating or expanding programs, raising standards and working out

more effective inter-agency relationships through the council. The fact remains, however, that only a beginning has been made in developing public agency participation in council program and in making councils effective in promoting the interest of public agencies. It cannot be over-emphasized

that if public welfare, in its broader sense, is to be wisely and continuously developed, and if councils are to take their destined place as the over-all welfare planning body in the community, a genuine relationship must be worked out upon which they mutually can depend.

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### TORONTO SCHOOL OF SOCIAL WORK

THE Summer School in Social Work in the University of Toronto began June 3rd with a registration of 66 full time students who represent seven Canadian Provinces. The student group is composed of recent university graduates, men and women recently demobilized and social workers in group or case work agencies who will return to their agencies. Eighteen registered in the course for group work aides and forty-eight are registered in the course for case aides. The faculty consists of Dr. H. M. Cassidy, Director of the School and Professor Stuart K. Jaffray, with two visiting specialists, Mr. Paul Simon of Soho Community House, Pittsburgh, a faculty member of the School of Applied Science in that city and Miss Reba Choate, Professor of Public Welfare in the School of Social Work, Vanderbilt University, Nashville, Tennessee. The course is under the administrative direction of Miss Agnes C. McGregor.

The field work for the students in the group aide course has been arranged in units established in Central Neighborhood House and the Y.M.H.A. These units are under the direction of members of the School staff, Miss Violet Tennant, formerly Executive Secretary of the Y.W.C.A., Ottawa, and Miss Jean Cleveland, a graduate of the School of Applied Social Science of the University of Pittsburgh. Miss Tennant is a permanent member of the School field work staff.

The field work for case aides is being provided in three units, two of these in the Department of Public Welfare of the City of Toronto under the supervision of Miss Frieda Held and Mr. Norman Knight and one in the Catholic Welfare Bureau under the supervision of Miss Ray Godfrey. Miss Held and Miss Godfrey are recent additions to the full time field work staff in the School. Seventeen of the case aide students are placed individually in Toronto agencies.

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. . . what, in this year of Our Lord 1946 and of Atomic Energy I, is a community? Is it a snug group of homes, offices, factories, churches, schools and social agencies bounded by the city limits and protected by safe institutional walls? We think not. We think that a community is a wide open, exposed outpost set down at the crossroads that link it with that bigger community, the nation. And that the nation in turn stands at the crossroads of that still bigger community, the world. . . . Nothing on earth can protect a community from a share in the world's struggle—nor the world's destiny.

—Community, June, 1946.

## CANADIAN WELFARE COUNCIL

# 26th ANNUAL MEETING

THE Annual Meeting of the Canadian Welfare Council took place at the Lord Nelson Hotel at Halifax on Monday, June 24, 1946.

Division Meetings held by the Child Welfare, Family Welfare, Community Chests and Councils, and Recreation Divisions occupied the morning program.

The Child Welfare Division meeting, which was attended by more than 100 representatives of public and private child welfare agencies, discussed the future composition, function and desirable projects for the Division. How to secure an enlarged service of consultation and the provision of more complete resource material was considered in detail. Plans were discussed for a revision of fees for member agencies which would provide for greater financial support and bring the Child Welfare Division more into conformity with the other active Divisions of the Council.

With 35 representatives of over 20 family welfare agencies present, the Family Welfare Division held its first annual meeting since its activation last October. An annual report covering Division activities was presented. Discussion centred around such items as relationships with the Family Service Association of America, a newsletter directed to the family agencies, a permanent Canadian record exhibit and legislation which would

facilitate enforcement of Maintenance Orders. Short talks were given by Rev. John A. Macdonald of Ottawa and Mlle M. Mathieu of Hull on the use of statistical recording. This was followed by consideration of the work being done by the Division Workshop Committee on this subject. The present Executive Committee co-opted from the membership, was elected to serve again for the year 1946-47.

The Community Chests and Councils Division, with representation from a number of its member agencies and other interested organizations, grappled with several important questions. Among them were the Retirement Plan, the relationship between a Council of Social Agencies and a Chest Budget Committee, and such points as Conference Attendance, Chest Objectives, the rotation of Board membership and terms of office. A matter of major concern was the relationship of the Canadian Welfare Council to local Councils of Social Agencies and Welfare Councils. It was realized that this subject was directly related to the general structure of the Canadian Welfare Council and it was decided that more detailed study and consideration should be given to it as the development in the Council field in the larger cities made it necessary to re-evaluate the present procedures.

The Recreation and Leisure Time Activities Division took

three sessions to cover its agenda. The history of the Division was reviewed and committee reports on Membership, Leadership Training, and Public Recreation and Community Centres were heard. A Community Centre brief directed to the Government and prepared by the Canadian Association for Adult Education was discussed and endorsed in principle. Membership fees were considered and a suitable scale tentatively approved with a view to possible revision when the costs of operating the new Division were known. Functions of the Division were studied by a special committee and included a National Information Service on all aspects of recreation, development of standards for recruiting and training leaders, and the encouragement of more adequate programs of public recreation and the promotion of joint planning between public and private recreational agencies.

The afternoon meeting, which was open to the general public, included an address by the President, Mr. Philip S. Fisher, on the future of the Council, the Treasurer's report and report of the Nominating Committee and the Constitution Committee, as well as a review of the Division meetings.

The Executive Director of the Council reviewed the Annual Report, which will be distributed to the membership, commenting on what one writer called "a transition . . . from an economy of self-advancement for the individual to concern for the common welfare". Mr. Davis sketched briefly some

of the existing signposts on the road to human betterment, which were apparent in Canada and abroad. Reference was made to the activities of the Council Divisions during the past year and to the setting up of two new divisions devoted to Family Welfare and Recreation and Leisure Time Activities. Two briefs on the need of social security were noted, one on residence eligibility and one on the regulation of instalment sales and purchases.

Through Mr. Fisher's remarks and contributions to the discussion by Dr. Harry M. Cassidy, Mr. Wm. H. Dewar and others, the audience gained some idea of the plans for the development of the Council's work. This expansion will necessitate an immediate increase in budget of at least \$20,000 per year to care for immediate developments only, without any thought of the long-term planning which is under consideration by the Board.

The dinner meeting was well attended there being nearly 200 people present to hear Mr. Robert E. Bondy, Director of the National Social Welfare Assembly, New York, speak on *Social Welfare Planning on the National Level*. Mr. Bondy, who told his audience that his ancestors had come to Quebec in 1640 said he had "both blood and birth claim" to explain his interest in Canadian social work. He went on to discuss developments here and in the United States, commenting on the "one world" approach that was now so essential. He spoke of the inter-

Continued on page 18

# Adding Life to Their Years

*A brief consideration of a philosophy in working with older people*

**AMY B. EDWARDS, Supervisor, Social Service,  
Old-Age Pension Board, Province of British Columbia**

THE spotlight is on old age. It throws into sharp relief a new picture of our social order, for no civilization before our own ever had so many old people. Statisticians estimate that by 1980 on this continent 40 percent of the population will be over 45 years of age. Ours is a young country yet the Canadian Year Book (1941) gives us the information that 10.21 percent of our population is 60 years of age or over and 3.99 per cent are 70 years of age or over.

We seem now to have reached a point where we must look at the aged in relation to the total community and take stock of our resources to meet the problems, both economic and social, incident to these population trends in the way that may be most satisfactory to the aged themselves and advantageous to society as a whole. The enactment of legislation putting old age pensions into effect during the past few years may be regarded as a first step toward meeting the requirements of our ageing population.

Of those who reach their 70th year in Canada 37.88 percent are on pension rolls and this large section of the population offers a more or less controlled group around which to build some thinking in relation to the aged. Such an approach, however, suggests that this 70th milestone—or the 65th for

that matter—brings the individual to a sort of crossroads at which point he may choose one of several ways but almost all leading away from the busy ones with which he is familiar.

Such thinking also appears to disregard the fact that the ageing process is one "which begins at birth and progresses with varying rates of rapidity both as to the individual and his several parts." Some persons are old at 45 and others young at 70; for while some live much in the past, others are keenly alive to the happenings in the world around them. In the light of these facts we must be careful that examination of the special age group with which we happen to be familiar in no way limits our thinking as to what is needed in the total field of ageing persons.

At the outset we must clear our minds of the long carryover of thinking in terms of chronological age and start afresh in an effort to appraise the needs and possibilities of the ageing part of our population.

We have had comparatively little experience in dealing with the individual needs of older people on a case work basis and as a result we find ourselves lacking in the body of specific knowledge necessary to the most effective work with them. But older people

form a normal part of any family unit, and basic principles apply in this age group as elsewhere. If we agree that the individual functions best when allowed and encouraged to assume the fullest responsibility of which he is capable at a given time we should readily accept the fact that old folks require much the same satisfactions as in earlier life—though these may be achieved in a different way. To live a satisfying life they must have security, affection and above all a part in the life around them.

A reasonable measure of financial security is the first essential. The maximum old age pension is \$25 per month. A provincial cost-of-living bonus, the rate differing with the particular province, is added in several instances. (Other social assistance rates as we know them are comparable.) Conditions undoubtedly vary across the Dominion but in British Columbia only a small percentage of pensioners have assets of any value and of those who applied during the past year 76 percent were living apart from their families and 58 percent were without marital partners. Here then is a group of lone old folk striving to make a life worth living with pitifully little in the way of resources to help them do so. It requires little imagination to understand their plight in trying to secure shelter, food, clothing and fuel from their pension income. The reality is that the economic security which Canada provides for her old people necessitates adjustment to lower

living standards and withdrawal from almost all community activities. Here we find the basis for some of the physical and mental ills with which the case worker must try to cope.

It is important however to note that in spite of their "insecurity", the pension has brought to a great number of our old folk a feeling of recognition and a sense of independence which would be hard to replace.

Second only to the place of economic security in a program for later maturity, is the provision of health services. Among the aged, the fear of illness, as well as the reality of it, is a constant threat to security in its wider sense. It would scarcely be possible to overestimate the value of the health services, medical attention and hospitalization, now available free of charge in at least some of the provinces to recipients of Old Age Pension. Plans respecting medical services throughout the various provinces are as yet neither uniform nor reciprocal. Services are sometimes limited to what are considered essential health measures and provision of glasses, dentures, hearing aids and certain other appliances which ease the strain of disabilities and make for normal living are excluded, although they are possibly more important to older folk than many of the more generally accepted services.

Up to the present, medical science has focused its attention on acute illness rather than chronic disease. Quoting from E. V. Cowdry, *Journal of the American*

*Medical Association*, "The time has come when medical education must qualify doctors to care for the medical needs of the whole population, not forgetting the more than 25 percent past 45 years old and on the downward path. Too often they drift into the attitude that many of the complaints of elderly persons are imaginary, that with advancing years illness is to be expected and that this is only natural anyway because one can't prevent ageing."

Important as are the health services to the "up-and-about" members of the old age family, another large group which includes the "homebound", the bed-ridden and senile has a strong claim for priority in planning for the aged, first for their own sake but also because the present markedly inadequate provision for their care is seriously hampering the program for the more active group. Even the most interested persons will shrink from taking responsibility for aged people when there is a strong possibility that they will later be burdened with helpless invalids for whose care, when a critical situation arises, there are no proper facilities.

In a recent study of the situation of the aged in Vancouver, old folks were found to be more anxious to talk about health and housing than any other problem. They are always at a disadvantage in obtaining living quarters. Limited funds are the first hazard. A second is the necessity of being near centres such as shops, churches, free libraries—yes, and movies too! Old

folk need to live on the ground floor, or at least not more than one flight up, with convenient facilities. They are not popular as tenants because they are "forever putting about." They have neither the car fare nor the strength required for persistent house hunting.

From our contacts with the aged three points stand out clearly in relation to housing:—

1. No one plan will solve the problem.

As the Society of Women Housing Managers, Ministry of Health, Great Britain, points out "there is a tendency in discussions on the special needs of the aged to assume that all old people want the same things, when in fact their needs are as varied as those of any other section of the community—the old need privacy and friendship, independence and help, quiet but some excitement and each individual wants these things in different degrees." Not one, but a wide variety of living arrangements is necessary in order to achieve a nice balance between freedom and protection.

2. A housing "must" for old people is privacy—a room of one's own—no matter how attractive common rooms may be.

3. Old people should not be segregated. The aged suffer from a sense of separation and the more they can form part of a general community the happier they will be.

Promising new developments in housing plans have taken place both on this continent and in Europe. The trend is away from

the large institutions and toward homes so arranged that the aged will feel as if they were living in a small place of their own!

Freedom from want, a comprehensive health service and provision for suitable housing are all basic measures of security. If these are made readily available the older group will be able to keep the pace of active life for a much longer period and delay the time when they become a burden to the diminishing number of younger people in the productive stage of life.

Our philosophy for the aged, however, must embrace a much wider conception of their needs and possibilities if in accordance with case work principles they, like others, are to have a life as full and satisfying as individual capacities permit. The case worker can play a most important part in helping the old person to accept the reality of his changing situation. What he can and cannot do must be recorded not against others of a similar age, but against his own earlier self. The hardest adjustment most old people have to make is not to the move to poorer quarters, the separation from friends or even the limitations of physical infirmity. It is the acceptance of a new and inferior role as a dependent person whose opinions and advice are no longer of interest or importance to the people around him. As an old person puts up his last desperate struggle against the total loss of identity, his resentment and anxiety take many forms.

The tendency in our changing society has been to stress too strongly the disvalues of old age. Age has its compensations and we must learn to use those positive values in our work with ageing people as elsewhere. One of the strengths of later maturity is the tie of family life. Nothing can ever fully replace the tenderness and emotional warmth of such relationships. The vexed question of financial responsibility has often been an obstacle but the trend is consistently toward less pressure in this direction. Now that relatives have been, in a considerable measure, relieved of the financial burden it is only reasonable to expect that they should maintain continued interest and share responsibility for whatever planning is to be done for their ageing relatives. Let none of us think that the help of the most skilful social worker can bring to the old person the same satisfaction and pride as affection and attention from someone of his own.

Going beyond the family circle old folk, like the rest of us, enjoy the social contact of friends and neighbours, church, and other activities in which they have taken part and received their due meed of attention and approval; but the pace of life has quickened while they are slowing down, communities and churches are youth conscious, friends drop away and are not easily replaced. The circle of interest narrows and the old person gradually withdraws into what has been aptly described as a sort of "spiritual isolation."

Social work techniques must be further developed to meet this situation so that we may provide social and recreational opportunities which will not only keep alive but stimulate those cultural interests from which the old person gains as he gives. We must remember, however, that all old folk are not ready to enter into a planned program. As group workers become more aware of their responsibility in the field of the aged we may expect an extension of community resources.

A worthwhile project would be the development of a holiday scheme which offers a break from everyday strain both for the old persons and those with whom they are living.

Some excellent beginnings have been made, notable examples in our own country being The Second Mile Club, Toronto; Gordon House Community Centre, Vancouver, and The Provincial Infirmary, British Columbia.

The Second Mile Club is an outstanding instance of pioneer work by volunteers, blazing a trail for permanent services. The experience of this organization built up during the past eight years, with an interested Board and a volunteer secretary, suggests one way of making it possible for varying types of old people to belong to a group and to be essential within that group. The club rooms which are open daily are simply equipped and no pattern whatever of activity is imposed upon the members and their friends.

The Second Mile Club is de-

monstrating the value of small neighbourhood social centres, with unobtrusive case work facilities as one means of developing a community asset from old age leisure.

Gordon House Community Centre, serving the West End of downtown Vancouver offers an unusual and attractive program to a large group of old folk most of whom live in rooming houses in the locality. Club rooms have been set aside for both older people who may drop in as they please and find congenial company, a friendly game of crib or checkers—and always a cup of tea on Thursdays!

These senior citizens have developed their own organizations in which social events play a large part and they also join many of the regular interests and handcraft groups and find release and expression in activities that bring much personal satisfaction.

Participation in the life of the Centre gives the old people a coveted opportunity of mingling with other age groups and a sense of belonging to the lively Gordon House family. A group of friendly visitors has also been developed as a part of the Centre's program.

Too much importance cannot be attached to the place of the volunteer in co-operating in services for the aged. One can think of many avenues of service in the development of which the voluntary agency might well take the lead.

Whatever the value of what we may offer in the way of recreation, social life or case work, to the old person with capacities still at a high level, a place among the ranks

of the workers of the world will give meaning and purpose to life that cannot be found elsewhere. The ageing person over and over expresses his urge to be useful. Work to him, as to us, is a symbol of useful living which we must try to preserve even at some cost.

Among the thousands of persons past 65 years of age many skills exist but when workers are discarded automatically upon reaching a stated age the benefit of such skills is lost and great waste ensues both to the individual and society. Every effort must be made to offset the psychological effect of these facts. Much further research will, of course, be required but an active program set in motion years before retirement could go far toward bridging the gap between middle age and late maturity. Part-time and light employment should be made available through centres established for the purpose. Such bureaus or centres could offer various forms of occupational therapy. Training for leisure time activities is most important and would be a major item on the program. It could readily be combined with counselling and opportunity for social contacts.

Programs such as those just suggested must, of course, have consistent support from sponsoring organizations and well qualified leadership. In larger cities, an active Committee on the Aged under the Welfare Council would seem to be the logical way of getting the spade work done, as was the case in Vancouver. But programs for oldsters like those for the young-

sters must be within easy reach and so one feels that the neighbourhood council should eventually take over. In smaller centres, other community groups have been found ready to initiate an older people's program. Because of their needs and because of the contribution they can make senior citizens should have their place in all community planning.

Science has greatly lengthened the span of life. Having brought a large section of our population to this greater age, there is now a further obligation upon society, to see that they have a full share of opportunity to exercise their powers both in conducting their own affairs and in contributing to the general life of the community. In other words, we have added years to their lives; we must now add life to their years!

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weaving of social and economic elements in our society and of the urgent need for organizations such as the Canadian Welfare Council and his own Assembly which exist for the purpose of seeing the forest and not getting lost in the trees. Stressing conscious planning and mutual agreement, Mr. Bondy reminded his audience that the well-being of people was the primary and sole purpose of government, and the ultimate goal of living, and urged that neither Canada nor the U.S.A. lose sight of the traditional freedoms, including the right of the individual to organize and federate with other free persons.

# Divorce Procedure in Ontario

DURING the past year a committee of the Association of Children's Aid Societies of Ontario has been studying the matter of custody of children in divorce cases. This committee was set up because of the great concern being expressed by child welfare workers on behalf of the many children who were left, following divorce action on the part of one or both parents, without guardianship being defined. With the help and co-operation of the Canadian Bar Association, the following resolution was drafted, approved at the Annual Meeting of the Children's Aid Society Association, and in conjunction with officials of the Bar Association is to be presented to the Attorney General of the Province.

WHEREAS it is an accepted social principle that every child is entitled to have someone, who is reasonably competent, responsible for him as to his present and future care, guidance, and control; and therefore an order of divorce should not in any case have the effect of leaving a child without such responsible and reasonably adequate guardianship.

AND WHEREAS in some cases orders of divorce have been made without provision for the custody of the children concerned.

AND WHEREAS in many cases the present process of court hearing is inadequate to elicit the facts necessary for a socially sound disposition of the custody of the children concerned.

AND WHEREAS many of the judges determining such issues are conscious of the insufficiency of the data upon

which they are required to make the important decisions with reference to custody of children and are already informally requesting social investigations and reports from Children's Aid Societies in such cases without any properly established procedure for the purpose.

AND WHEREAS in some cases neither party appears to be a reasonably suitable person to have custody of the children.

AND WHEREAS the Children's Aid Societies are the community agencies recognized as specializing in matters concerning the guardianship of the person of children, being the only social agency empowered (a) by the Children's Protection Act to remove children because of inadequate guardianship and to receive such children into custody, control and guardianship on commitment from a court as wards; and (b) under the Adoption Act to investigate and to report upon and recommend to the Provincial Adoption Officer with reference to proposed transfers of guardianship by adoption.

AND WHEREAS the Children's Aid Societies function under provincial supervision in all parts of this Province.

AND WHEREAS the conservation of the family for the children is a highly desirable social objective, and it has been demonstrated that some family break-ups by divorce can be prevented with benefit to the children, by timely social mediation.

## BE IT RESOLVED

THAT this Association of Children's Aid Societies of Ontario, comprising 53 separate Societies, urge upon the Government of Ontario in the interests of unfortunate children in

this Province *that*, for every case where application is made for a divorce in which children are concerned, *suitable statutory and administrative provision be made, at the earliest possible date, to the following ends*, namely:—

- (a) THAT disposal of custody of all the children concerned shall be a mandatory accompaniment of any Order of Divorce that may be made.
- (b) THAT a competent social investigation shall be obtained and a report thereof submitted to the presiding judge upon all circumstances that may affect, directly or indirectly, the disposal of the custody of the children con-
- (c) THAT, where neither of the parties to the divorce is found to be fit to have the custody and control of the children concerned, such children may be adjudged to be neglected children and may be committed to the Children's Aid Society with all the safeguards of guardianship, maintenance, etc., provided by the Children's Protection Act.
- (d) THAT some suitable officer or person be appointed to appear at the hearing to represent the interests of the children concerned as distinct from those of the parties to the divorce.

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**T**HINKING people are becoming daily more concerned over the increasing number of broken marriages, divorces, and the long list of consequent evils. Honest legislators, and all men desirous of making secure the foundation of our national life, are seeking earnestly some remedy for this evil that is rapidly destroying the social security of the country.

—Most Reverend William M. Duke, D.D., Archbishop of Vancouver, in *The Canadian League*, Official Organ of the Catholic Women's League of Canada.

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### WHEN DISASTER STRIKES

**T**HE Children's Aid Society of Windsor took responsibility for sheltering homeless women and children during the recent tornado disaster in that city. The Superintendent, Mr. J. H. Dawson, set up emergency quarters in his own home and several of the Society's staff did hospital duty, some serving for thirty hours at a stretch.

With telephones and electric service of all kinds out of commission, water flooding over the streets, torrential rain falling and a gale blowing, it is remarkable that Mr. Dawson can report,—“Fortunately all of our children in care are safe. Only one foster home was demolished and all that was left of it was the tubs in the basement. The foster parents had escaped in their car which was just lucky as another family tried to escape this way in a truck which was picked up by the wind, thrown against the house and the man was found dead in the basement. The son, who had been sitting beside him in the cab of the truck, was found in the ditch with half his head cut off.”

# Conférence sociale d'Halifax

André-M. Guillemette, o.p.

La Conférence d'Halifax a été des plus intéressantes. J'ai été frappé par l'attitude objective et réaliste des rapports présentés et par la prudence dans les analyses et les jugements des faits.

Le discours de M. Blois, président de la Conférence, tout en soulignant le danger d'aller trop vite, démontrait clairement qu'il y avait place à progrès dans la vie sociale d'aujourd'hui afin que la classe laborieuse ait une vie plus stable et moins sujette aux misères. Le conférencier affirmait que son âge lui permettait de dire que nous n'avons rien à regretter du "bon vieux temps d'autrefois".

Je souligne brièvement quelques problèmes discutés au cours de la Conférence.

## Loi de résidence des assistés

Ce problème, étudié depuis longtemps, semble être plus près d'une solution acceptable par le service social. Les auxiliaires sociaux, dans l'ensemble, verraient d'un très bon œil, dans toutes nos provinces canadiennes, une loi semblable à celle du Rhode Island qui supprime toute loi de résidence dans ses mesures d'assistance publique.

Le Conseil Canadien du Bien-être Social a déjà fait des représentations au fédéral à ce sujet. Les organisations locales devraient se charger de représenter la situation auprès de leurs autorités provinciales respectives.

## Service social médical

Le peu que nous avons entendu à la Conférence sur le service social médical nous permet de croire qu'il a maintenant définitivement trouvé sa voie et qu'il a conquis son terrain, reconnu comme bien à lui, dans les services de santé. Les développements suivront certainement.

## Traitements de la fille-mère et de l'enfant illégitime

Mlle Morlock, du Children's Bureau des Etats-Unis a mis les œuvres cana-

diennes d'adoption et de placement familial en garde contre les placements aux Etats-Unis sans contacts avec les œuvres à standards reconnus dans ce pays.

Elle a exprimé qu'à son avis, les maternités privées commerciales qui se chargent du placement des enfants font presque toujours du trafic de bébés et qu'elles sont à rejeter.

## Assistance aux personnes âgées

Dans le cas d'assistance aux personnes âgées, la nouvelle initiative de Vancouver dans ce domaine a été citée en exemple et s'affirme comme de nature à être suivie par tout le pays.

## Allocations familiales

La réunion sur les allocations familiales nous a donné l'évidence, par des rapports reçus d'à peu près tous les coins du pays, que la mesure était une bonne mesure sociale et que les enfants des familles rurales comme des familles ouvrières en bénéficient grandement.

Un très petit pourcentage de familles, peut-être 3% utilisent mal ces allocations. Sur les deux cent quelques millions distribués au cours de l'année, 30 millions à peu près retourneront au fédéral en impôt sur le revenu, le reste est un gain net pour les familles à petit salaire on estime que le coût d'administration des allocations familiales sera d'environ 2% du montant dépensé.

La présence d'un grand nombre de ministres, de sous-ministres et d'officiers haut placés des départements de santé et de bien-être social des provinces et même du gouvernement fédéral a souligné d'une façon tangible la collaboration qui se manifeste de plus en plus entre les pouvoirs publics et les œuvres privées. Pour nous, catholiques, l'intérêt montré à la Conférence par le clergé des diocèses des provinces maritimes ainsi que par les religieuses de la région et leur participation active a été un stimulant et un gage plein de promesses pour le service social catholique des provinces maritimes.

# The Canadian Conference on Social Work

WITH a program built around the theme *The Objectives and Character of Post-War Social Work* the tenth Biennial Canadian Conference on Social Work met this year from June 25 to 28 in Halifax, N.S. It had an attendance of some 600 odd delegates from all nine Canadian Provinces, Newfoundland, England, Australia, and the United States. They flocked in by train, plane, and automobile to enjoy a week of perfect weather and overflow meetings became the order of the day.

**Conference Institutes** met each morning to consider their special topics and were well attended by those interested in technical discussions.

Mrs. Celia Deschin, Montreal School of Social Work, led an institute on *The Scientific Basis of Case Work*. She laid emphasis on the principles inherent in the scientific approach and reminded her audience (it was too large to be called a group) that their knowledge was always being tested and that they could secure verifiable facts. She described case work as a body of knowledge, some of it accumulated on a basis of knowledge and practice by case workers, some of it information adopted from other fields, and emphasized its applicability to practitioners as well as to their clients.

A second institute led by Mr. R. E. G. Davis, Canadian Welfare Council, and Miss Mary Jennison, Dale Community House, Hamil-

ton, was on the topic *Group Work Service in the Community*. The general theme was group work as a method in the field of recreation and one session was devoted to developing the thinking of the participants about group work and recreation. Among the discussants were Dr. Cassidy, Toronto School of Social Work, presenting material on *Recreation in Canada Today*, and Mr. Davis on *What Youth Wants*, based on Canadian Youth Commission reports. Miss Margaret Nicholson, Saskatchewan Recreation Commission, spoke on *Community Recreation Councils* and the group work methods used in helping communities organize councils of this type. Mr. Lionel Scott of the Wartime Housing, Limited, spoke on the *Function of Community Councils* and the experience of his organization in this connection. An unexpected pleasure at this Institute was a talk by Miss Helen Hall, well known in connection with the Henry Street Settlement House in New York and a leader in the American Settlement House Movement. Miss Hall insisted social workers should seek facts, learn to interpret them vividly, using experts to help them, and take their full share of responsibility for enlightened social action.

*Public Welfare Services* was the topic of a third institute led by Mr. K. O. McKenzie, Director of Public Welfare of the Province of Manitoba. The general plan of this

institute was to define and discuss the inter-relationships of the three levels of government as they concerned public welfare in Canada, then to discuss particularly the relationships in that area between provincial and municipal governments. Consideration was also to be given to personnel and public welfare in Canada and finally to public welfare administration over the same field.

Miss Amy Leigh, Assistant Director of Welfare for British Columbia, carried out the first part of the program and in the discussion attention was focussed on the problems that exist particularly between provincial categorical programs of assistance and municipal responsibility, and programs in the area of general relief. This was followed by a panel composed of Miss Wisdom, Glace Bay, N.S., Mr. Chambers, Director of Welfare for Vancouver, Miss Leigh, and the Chairman, who discussed municipal responsibility and municipal administration of public welfare programs, and concluded that a well-rounded program of public welfare required to be localized and decentralized to the point that there was municipal participation in financing and in general program policy. Miss Maines, Executive Secretary of the C.A.S.W., dealt with the question of personnel, discussion emphasizing the necessity that public welfare staff should be trained to recognize need and the human elements of behaviour involved in need situations. The final session of the institute heard a summary of progress from Miss

Leigh, and then discussed such questions as relief to strikers, and the need for a national organization in which public welfare administrators could meet, share experiences and begin thinking in terms of national public welfare needs and services.

A fourth institute discussed *Interpretation of Social Work* under the leadership of Miss Muriel Tucker, Welfare Council Department of the United Welfare Chest, Toronto, assisted by newspaper, radio and film people. This was designed to consider seriously what it is that social work wants to interpret, what the main media for interpretation are, and what some of the special skills used in doing that job are. The importance of doing good social work, which could be interpreted by satisfied "customers", was also underlined.

Tuesday morning offered two concurrent general sessions to the Conference delegates. That on *The Residence Problem* was opened by Dr. Cassidy, who outlined various efforts that had been made through the years to find an acceptable solution, possible plans for the future, and suggested that further information on the subject could be found in publications by the Canadian Welfare Council. Three speakers, Mr. F. R. McKinnon, Director of Child Welfare for Nova Scotia, Mr. K. O. McKenzie, and Miss Amy Leigh, outlined the legislative principles governing residence in their particular provinces and the administrative procedures which had grown up to deal with the residence problem. Discussion

revealed a conviction that residence and settlement restrictions, which are expensive to administer, should be abolished as soon as possible, but that this would have to be preceded by agreement regarding the division of relief costs between the various units of government.

A well attended session on **Health Services** *Health Services for the Canadian People* was addressed by Dr. R. P. Vivian, Department of Health and Social Medicine, McGill University, Dr. A. R. Morton, Commissioner of Public Health and Welfare, Halifax, and Miss Theodate Soule, President of the American Association of Medical Social Workers.

Dr. Vivian outlined a program for subsidized medical services, rather than a fully tax-supported system which he felt would be costly. He suggested that such a program could provide for services in outlying districts unable to support a service of their own, a more equal distribution of diagnostic, consultant and treatment services by specialists, the establishment of badly needed hospitals of various kinds, a visiting nurse service, and the payment of that portion of the costs for all services, which is beyond the reasonable paying capacity of the individual.

Dr. Morton outlined Federal Public Health services in the preventative field and commented on provincial and municipal services, using Nova Scotia as an example. Each of these had its own function but the individual becomes more important in smaller units,

such as the health departments of small towns. He stressed the need for qualified public health personnel, recognition of the magnitude of the problems created by mental illness, venereal disease, tuberculosis, and cancer, and urged more adequate public education regarding disease and the facilities available for treatment.

Miss Soule outlined the growth of medical social work with its knowledge of the relationship of health to emotional and environmental situations. She mentioned the partnership that should exist between the doctor and the medical social worker and said the latter was being used increasingly in the United States health and welfare services.

**President's Address** The Conference luncheon drew a large attendance, to hear Mr. E. H. Blois, Nova Scotia's Deputy Minister of Public Welfare, and President of the Conference, deliver his official address. From his long experience in social work, Mr. Blois was able to give an interesting picture of the historical development of welfare services, underlining the places where there had been real growth and development, such as in the care of the child and the young offender, but calling attention to the work still to be done and the weaknesses in the welfare picture today. He pleaded for more exact knowledge and suggested a Research section under the Department of National Health and Welfare to meet this need. He urged co-operation between public and private agencies,

amalgamation where possible of agencies doing similar work and the elimination of superfluous and outmoded organizations. He predicted "that certain private agencies will and must continue, no matter what form public welfare activities take, unless indeed we are willing to submit to a form of government which will control everything, including our private lives. Private endeavour has always taken the lead in measures pertaining to special welfare."

**Illegitimacy** gave the delegates their choice of a session on *Some Aspects of Illegitimacy* with a speech by Miss Maud Morlock, Children's Bureau, Washington, D.C., and discussion led by prominent Canadian Child Welfare workers, and a meeting on *Full Employment*, addressed by Dr. Eugene Forsey, Canadian Congress of Labour, Ottawa.

Miss Morlock stressed among other points, the need for adequate case work service to mothers early in pregnancy and full medical and public health services for both mother and child. Well-planned maternity home and foster home care were discussed, as well as proper legal safeguards for the illegitimate child, constructive procedures in regard to the putative father, and efforts to analyze and remedy the causes of illegitimacy in view of the frequent appearance of a pattern of physical and emotional deprivation.

**Full Employment** Dr. Forsey, in a challenging speech which aroused considerable

discussion, defined "Full Employment" as meaning "more jobs at decent wages and working conditions than there are people to do them", but pointed out that it did not mean that everybody worked every day in the year, as there would always be those unemployed due to illness or other reasons. He said that in a properly organized economic system this need not be more than a minimum group amounting to from three to five per cent of the working force, and that none of them needed to be unemployed for more than a very short time. He discussed ways of securing full employment and emphasized the need for planning for adequate total expenditure, both public and private. Along with the need for planned investment, he bracketed planned consumption and outlined methods by which this might be secured.

The first evening session of the Conference featured a well-known American, Mr. Paul Kellogg of Survey Associates Inc., New York, speaking on *Neighbours in the Post-War World*, official welcomes on behalf of the Province of Nova Scotia and the City of Halifax preceding his address. Mr. Kellogg urged the fullest co-operation between Canada and the United States in matters of social welfare. He pointed out areas where this was already in effect and showed a wide knowledge of the strengths and weaknesses of services in England, Canada and the United States. In spite of the comprehensive nature of his topic Mr. Kel-

logg did not lose sight of the need for "the human touch and the open heart".

**Adoption** General sessions on Wednesday morning carried on with the Child Welfare program of the previous day when Miss Maud Morlock and others attacked the question of *Problems in Adoption Procedure*. The other session on *Housing* heard Mr. Stewart Smith of the Toronto Board of Control, and Mr. C. B. Wade, Director of Research and Education for the United Mine Workers of America at Glace Bay, N.S.

Miss Morlock urged that certain principles of good adoption procedure should be stressed, among them being that hearings should take place before a court in the locality where the petitioners reside and are known, and that it should have the benefit of a study of the adoption home and recommendations made by the Provincial Child Welfare Department or licensed child welfare organization. She outlined other safeguards relating to the obtaining of legal consents to adoption, investigation, and supervision of proposed homes, until the decree is granted, preferably after at least one year in the home, closed hearings and confidential records, and provision for the care and removal of children from homes found to be unsuitable. Case work services were again stressed. These to be based on a full knowledge of both child and adopting parent. Discussion emphasized the danger in indiscriminate placements across the border

by either country, without referral to a competent child welfare authority. This was also felt to be true of foster home and adoption placements between various parts of Canada, where the local agency frequently does not learn of the placement until it is completed.

**Housing** The urgent necessity for immediate action to solve the present acute housing problem in Canada was stressed by Mr. Smith and Mr. Wade. The former, who described veterans and their families as "the displaced persons of Canada", argued for a national housing program with a drastic raising of the production level to 100,000 units a year on a long-term basis with a three-year veterans' preference. He also suggested that 25% of the program be devoted to subsidized low-cost housing, that a price ceiling be placed on property sales to eliminate speculation, and that National Housing activity be placed in the Department of National Health and Welfare. Mr. Wade estimated that 600,000 Canadian families required subsidization of their housing costs which would amount to between \$150,000,000 and \$200,000,000 a year. He felt the national income could afford this and that it was up to government to see that the houses are provided for purchase or rent at a price the worker can afford.

Wednesday's luncheon meeting, which was addressed by Mr. H. S. Farquhar, Director of Old Age Pensions for Nova Scotia, highlighted *Services for the Aged*. Attention was drawn to the increas-

ing percentage in the Canadian population of those over 55 years of age—6% in 1941 and an estimated 11% in 1971. With the theme "we must add life to their years—not years to their life", the speaker outlined the additional social services which he felt were needed over and above the welfare provisions now in force. He commented on the therapeutic value of agencies such as Gordon House in Vancouver, where old people who might have been lonely and embittered had found new friendships and new interests.

The public meeting arranged for Wednesday evening to consider *A National Program of Correctional Treatment and Crime Control*, under the leadership of Mr. James Bennett, Director of the Bureau of Prisons at Washington, D.C., found itself listening to a forceful and sparkling address entitled *Operation Nosegay*. Mr. Bennett, who thanked his chairman for not referring to him as a "talent scout for Alcatraz", developed his title from the old English custom of having judges carry nosegays of flowers when they went to open the court, a relic of the days when judges fell ill from contact with the desperately ill-cared for prisoners who came before them. Pointing out that this was treating the symptom not the cause, Mr. Bennett dealt vigorously with the long struggle between the idea of punishment and reform, and the failure to understand that, while prisons must carry out faithfully without hesitation and deviation

the sentence of the court, they must at the same time be therapeutic and diagnostic. He argued for the completely indeterminate sentence and for a good probation service, using the case work approach "you've got to change the innermost thinking if you are to bring about reform". Emphasizing the need for adequately trained and salaried personnel, Mr. Bennett commented on the sharp increase in recidivism and pinned his suggestions down to three points: (a) a well-rounded program within the prisons, (b) a modern up-to-date sentencing system, and (c) a good parole system.

Thursday morning those whose interest in the subject of *Delinquency and Penal Reform* had been whetted by the meeting of the night before met for a general session on this subject when the discussants were Mr. Bennett, Mr. J. A. Edmison of the Prisoners' Rehabilitation Society, Toronto, Judge F. E. Hamilton of the Winnipeg Juvenile Court, and Mr. R. S. Hosking of the National Y.M.C.A.

Mr. Bennett elaborated some of the points he had made in his general speech, arguing for pre-sentence study by a case worker, diversified institutional facilities, group therapy, the importance of religion and the need for a continued case work approach. In his opinion, direct efforts to deal with delinquency began when the man was apprehended and continued until he was well re-established in the community. He said, "Once a man has been labelled a criminal

he cannot be scared into being law-abiding".

Mr. Edmison commented on the 78% recidivism among the Kingston Penitentiary population and said that prison after-care was the most neglected aspect of all. He spoke of the broken or otherwise unsatisfactory homes, meagre finances, and limited intelligence found among prisoners and described the average Canadian ex-prisoner as being "magnificently unprepared for life". In contrast, he said "no discharged prisoner in Britain can say he has been forced back to crime because he had no clothes, no money, no job and no place to go for advice".

He was followed by Judge Hamilton who said delinquency was not "an incurable disease", but that no racial, religious, or age groups were immune from its effects. He urged more suitable education and vocational guidance of the mentally subnormal group in order to reduce truancy and other undesirable behaviour referring to the 80% subnormal population of a certain reform school as against the 8% of subnormal pupils found in a control group in a public school. He referred to the disastrous effects of inadequate parental care, slum areas, and the failure to put adequate emphasis on the prevention and cure of delinquency, urging an 18 year old age limit for all juvenile courts in Canada.

Mr. Hosking commented on the problems that were created when children were committed to training schools at too early an age, and

the fact that they were neglected, not delinquent, was overlooked. When this mistake is made the children have an opportunity to learn anti-social practices with the greatest ease. Finally, he joined with Mr. Edmison in condemning the inadequate system of follow-up care. To meet the difficulties which he had outlined he suggested experimentation with a Welfare Board to which children would be committed, and which would determine, through qualified personnel with small case loads and adequate salaries, the right type of care for the child, how to improve his home, and how to give follow-up care on his discharge. He also argued for an aroused public opinion which would enable institutional staffs to do the enlightened things they are already anxious to do.

**Social Work Education for Social Training** another general session, led by Dr. Cassidy, Miss Christie, Family Service Bureau, London, Miss Dorothy King of the McGill School of Social Work, Father Poulin, Université Laval, Miss Marjorie Smith, University of British Columbia, Miss Amy Leigh, and Miss Elizabeth Torrey of the Cape Breton Children's Aid Society, attracted considerable interest. Various points were stressed by Father Poulin, among them being the need to develop leadership ability in students and interest in social reform. He felt that the Schools of Social Work should give attention to methods of studying community organization and adult

education, and that a close contact with religious agencies in the community should be maintained. Dr. Cassidy discussed the capacity of the Schools of Social Work in terms of training facilities and referred to the possibility of short courses. He said there were several thousand social work positions in Canada, with possibly one thousand qualified social workers in Canada at the present time, and a total enrolment in the Canadian Schools of 262 in November, 1945.

The gap between supply and demand is therefore tremendous, and Dr. Cassidy gave consideration to classification of available positions into three grades with the use of key people for the two upper grades. Miss Smith discussed three phases of social work education, classroom instruction, field work, and research. Miss Christie spoke of the use of the social agencies in a consultative and advisory capacity, their responsibility for recruiting and for giving leadership in the most up-to-date developments in their specialty. Miss Torrey defined the ways in which a small agency could assist with student training and Miss Leigh discussed in-service training programs, pointing out their salient features and making clear the fact that this method would never supplant or swamp school training.

The next item on the agenda for those interested in medical social work was a conference luncheon addressed by Mrs. Dorothy Bishop of Sackville, N.B., who, using her Boston experience as background, spoke on the subject *Medical Social*

*Work as a Professional Service.* She defined a medical social worker as one "continuously concerned with persons who are ill" and said that present trends in the field of medical care would increase the importance of work of this kind. She also referred to the effect of the depression in accelerating public medical care services and the use of medical social workers for their contribution in program-making, consultative services and administration.

**Australia Speaks** The conference dinner, addressed by Mr. F. H. Rowe, Director General of the Department of Social Services for Australia, on *Australia's Social Service Program, Today and Tomorrow*, provided one of the most interesting speeches of the entire Conference. Mr. Rowe outlined the comprehensive measures for social security already in force, some of which received warm applause from his envious audience. Benefits now enjoyed by Australians include old age pensions, veterans' pensions, vocational training and funeral benefits for invalid pensioners, widows' pensions, maternal allowances, family allowances and unemployment and sickness benefits. Mr. Rowe spoke of future plans commenting that 1/6 in every pound of taxation collected is earmarked for his department, and went on to talk of housing plans, medical services and child welfare developments which were under consideration. He laid emphasis on the need for qualified personnel and spoke appreciatively of the

work done by Miss Lyra Taylor, a well known Canadian social worker.

**Hamilton 1948** Following the conference dinner a business session was held, the Time and Place Committee reporting that Hamilton's invitation for the 1948 conference had been accepted. Dr. H. S. Stewart, McMaster University, will succeed Mr. Blois as president and Mr. G. S. Chandler of the Hamilton Council of Social Agencies will be secretary. A tentative Executive Committee was also suggested.

**Rehabilitation** An outstanding speech on *Rehabilitation* by Dr. J. D. M. Griffin of the National Committee for Mental Hygiene, distinguished the first of two sessions devoted to this subject on the last day of the conference. Taking a broad general view of his topic, the speaker divided it into three parts, physical, economic and psychological, giving consideration to the state of mind of the general population, civilian as well as ex-service. He referred to the large amount of existing emotional maladjustment due to a variety of causes, the lessening of the usually accepted social controls with a loss of the sense of group solidarity and a marked migration from rural to urban areas. Referring to the turnover of veterans in industry he said it was 200% higher than that of civilians but that this restlessness was already decreasing. He spoke with alarm of the "tacit acceptance of the inevitability of another depression" and urged that

his hearers consider carefully the fact that knowledge of these problems is not comprehensive, that interpretation of them may be at fault, and that co-operation between interested groups was the only logical method of seeking a solution.

*The Co-operative Movement* in which Nova Scotia has done outstanding pioneering, received attention in a general session led by a panel of speakers amongst whom was Mr. A. B. McDonald, General Secretary of the Co-operative Union of Canada.

**England Speaks** The last conference luncheon was a memorable one. It was addressed by Mr. B. E. Astbury, National Family Welfare Society, England, on *Citizenship and Service in the Post-War World*. Speaking from a wide knowledge of the English welfare picture, fresh from a visit to the United States, Mr. Astbury set his thinking against a backdrop of the European experience during the war years. As he talked, it was clear that England was facing incredible difficulties with a great deal of courage, but that one country alone, could not solve the world's problems, that Belsen Camp, which he had visited, and blitzed London, where he had lived, were both facts which had to be faced with spiritual insight and understanding. Mr. Astbury commented that "it was the character of the typist and the charlady which helped to defeat Hitler" and defined the social service for which he felt the world was longing as "love from man to man".

Afternoon sessions which brought the conference to a close, continued the morning program on *Rehabilitation*, under the leadership of Dr. Griffin and representatives from the Department of Veterans' Affairs. Emphasis was laid on national recognition of the responsibility to provide disabled veterans with the means of livelihood, adequate vocational guidance and retraining, as well as treatment of their disability. Rehabilitation into the social life of the community was mentioned and there was considerable discussion of the responsibilities of the government in all areas relating to the veteran.

**Family Allowances** were discussed in a session led by Miss Elinor Barnstead, Montreal Family Welfare Association, Mr. E. B. Rowe of the Regina Children's Aid Society, and Miss Mae Fleming, Chief Supervisor of Welfare Services, Division of Family Allowances, Ottawa. The first speaker discussed the theoretical approach and the philosophy of Family Allowances and commented on the generally favourable reactions of family agencies through the country to the administration and welfare aspects of the program, and the use being made of it by the recipients. Mr. Rowe outlined its relationship to Children's Aid Society functions of child protection, placement and adoption. Miss Fleming described the framework within which Family Allowances are organized at the national level, referring also to the local arrange-

ments for administration already effective in Nova Scotia and three other Provinces.

Mr. Lee Dowling, Department of Social Welfare, State of New York, was unable to attend and the session and dinner meeting devoted to Municipal and Civic Welfare programs were therefore cancelled.

So the conference came to the end of its varied program. There had been work in the institutes, and stimulation in the general sessions. There had been entertainment and hospitality of the most generous kind well designed to show off Halifax at its best, when family agency workers went to dinner at Palmer's Lodge as guests of the Halifax Welfare Bureau, Children's Aid workers had tea at Shirreff Hall and C.A.S.W. members flocked to Queensland as guests of the Nova Scotia Branch. The entire conference went to sea one lovely afternoon as guests of the Army and Navy who took this way of saying "thank you" to the Halifax social workers for their work during the war, and the Lieutenant-Governor and Mrs. Kendall gave a reception for out-of-town members. "Leading lady" of the conference was Miss Phyllis Burns, its Secretary, who combined charm and efficiency in a most effective way, and was supported by an equally efficient committee.

The conference theme referred to the objectives and character of post-war social work. Problems of techniques, administration, legislation and social security all had

an airing but time and again speakers grappled with the intangibles of democracy. One of them called it a way of life, and went on to say, "Existence ripens into life only through the satisfaction of the threefold need for the deeper

human relationships, creative activity and the glimpses of something greater than self". Perhaps it was that conception of the potentialities of social work that gave this conference its special flavour.

K.M.J.

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## Biennial Meeting Canadian Association of Social Workers

JOY A. MAINES, *Executive Secretary*

THE biennial meeting of the Canadian Association of Social Workers held in Halifax at the time of the Canadian Conference on Social Work was attended by 150 members from every province in Canada.

Miss Florence Christie of London, Ontario, presided and gave a summarized report of the activities of eight national committees which were active during the period. A few of the highlights are reported herewith. The report of the Membership Committee revealed an increase of 103 members, the total membership being 869. Twenty-five members are serving in France, Germany, Greece, Austria and China with UNRRA. The formation of new branches in Quebec City and the province of Saskatchewan were forecast. The Committee on Employment Practices and other Personnel Standards made a study of the employment practices of social agencies and salaries paid to social workers in Canada. The Committee on Education for Social Work

assessed the status of two of the newer Schools of Social Work, and assisted in recruiting students for Schools of Social Work. The continued dearth of qualified social workers was evident from the requests for workers received by the Placement Committee. The Canada Committee prepared a brief on the Dominion-Provincial proposals for reconstruction and social security which was presented to the Coordinating Committee on Dominion-Provincial Relations. This committee also studied Labour Relations and Penal Reform with the purpose of making recommendations to the federal government. A committee to explore the question of Registration and Licensing of social workers was established.

The public relations of the Association have been broadened and strengthened since the national office was moved to Ottawa. There is a closer working relationship with other national organizations and federal departments concerned with social work. Branches in British Columbia, Manitoba, On-

tario, Quebec, and non-branch members in Alberta and Saskatchewan were visited by the Executive Secretary prior to the biennial meeting. Branches have participated actively in movements for community betterment and the improvement of the status of social workers.

Brief addresses on *The Responsibility of the Professional Social Worker for Interpretation in Smaller Communities* were given by Miss Jane Wisdom, Glace Bay, N.S., Mrs. Nora Fox, Kirkland Lake, Ontario, and Miss Marjorie Bernard of Regina, Sask. The adaptation of social work methods to widely differing communities was described. The value of satisfactory service to people in need

of help, the understanding of the content of the social worker's job by the governing board of the agency and community groups, and the quality of service rendered to the community, were stressed as of primary importance in the interpretation of social work.

Miss Florence Christie, Executive Secretary of the Family Service Bureau, London, Ontario, was elected President for the next two years.

Before leaving Halifax, the visiting members were entertained at dinner at Sea Breeze Hotel by the members of the Nova Scotia Branch—a gracious act of hospitality which will live long in the memories of the visitors from all parts of Canada.

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### THINGS WELL SAID

You can't make a successful democracy with sheep.

All social workers must of necessity be involved in social action unless they are willing to go on tending a sick world.

—Helen Hall.

Growth in its full sense is something more than inches or pounds—it is the development of the integrated personality.

The real tragedy of the world today consists not only in material want, but in the loss of belief in those non-material values which differentiate man from the animal.

Democracy as a way of life was fought for and won by men of religious convictions, and it can continue only with a fundamental belief in God and respect for man.

—B. E. Astbury.

That wondrous privilege of democracy—trying a thing to see if it works.

—Paul Kellogg.

Full employment in a free society is the challenge of our generation.

—Eugene Forsey.

We don't want a scheme of unemployment insurance. What we want is a scheme of employment assurance.

—F. H. Rowe.

A statistician is a man who can trace a precise path from an unwarranted assumption to a foregone conclusion.

—James Bennett.

# EMERGENCY HOUSING IN SAINT JOHN

LORNA T. WARNEFORD

*Executive Secretary, Family Welfare Association*

MAY first found us, in the City of Saint John, New Brunswick, with many evictions but it also found us with places ready for those who had to move from force of circumstances. This was due to the planning ahead of time by our Municipal Council, with the assistance of Colonel Hart, our Director of Emergency Shelter, Miss McAlary, Director of the Housing Registry at the Y.W.C.A., and the Family Welfare Association.

A year ago we were not so fortunate. After the hustle of moving day had passed there were several families with no homes they could call their own. One family found itself with its furniture on the front porch, the new tenant having moved in at the back door forcing them out the front. Another family managed to stay on for a few days, even though they knew they had to go, by keeping the doors barred and allowing only friends to enter. However, in an unguarded moment about tea time one evening they let a young daughter answer the bell and the rightful tenant was immediately in. For a week or so these two families stayed under the same roof and learned much about "the fine art of living together". A number of other such instances occurred which were far from the ideal for wholesome family life.

The Family Welfare Association took a very active part in presenting the need of these families to the City Council. About this time the first of the Army hutments were being declared surplus and the City Council obtained seven and made them available for the families then in need. As the need was immediate the families moved into them just as they were. One of these families partitioned their hutment off making five rooms and it presented a very cozy appearance. The rest of the families lived in theirs just as they were and when fall came it was realized that the families were there to stay for a longer period. The City Council then saw to having them partitioned inside and ready for winter living. They copied the plan the one family had used in partitioning their hut. They had to use the general ablution hut for water and toilet facilities as it was not thought feasible to go to the great expense it would be to pipe the hutments for these facilities individually.

The City Council was then presented with the growing need for housing due to the large number of men being discharged from the Army. It was felt it was a larger proposition than the City could undertake so it was turned over to the Municipal Council as most of the hutments were in the county.

The Municipal Council after due study decided to take over all the hutments as they became available, buying them from War Assets and arranging new leases for the land on which they were situated. They were aided in this work by the Emergency Shelter Officer for the Maritimes. As each group of hutments was taken over it was made into apartments consisting of living room, kitchen, bathroom and from one to four bedrooms. These hutments were divided into from three apartments in one building to ten apartments in the largest H type hutment.

No decorating was done as it was felt this would hold the work back and as housing was an immediate need speed was the greatest asset. It has been amazing the ingenuity the individual tenants have displayed in the interior decorating they have done. The majority have evolved into cozy attractive little self-contained houses and the families are delighted with them. One mother said upon being notified that her family was being assigned to one, "Do you remember how you felt when you were a little girl and at Christmas you found the gift you had been wishing so hard for? I haven't felt that way for years but today I feel all thrilled inside to think we are actually going to have a home of our own". Rents range from \$15 to \$19 per month. The Family Welfare Agency is responsible for the assigning of the apartments to the various families. A real estate company then becomes the landlord as agents for the

Municipality. It is by no means a slum clearance project. It is not meant primarily to better people's living conditions but to provide living space for returned men's families who, up to the present, have not been able to procure a place of their own to live in. The project was first started for any family needing a place to live but materials became hard to procure and finally priorities were obtained from the Government with the understanding that Servicemen and ex-Servicemen's families be given the preference.

At the present time sixty-six families have been housed. The Municipality when faced with the need went ahead asking no assistance from the Dominion Government. The last few of the sixty-six were held as they were ready just before the first of May and we remembered too vividly the predicament we were in with those who had to move the first of May last year. The ones we held were very quickly filled with families that had to move.

The seven families who had been placed in the very inadequate hutments as an emergency measure last year were each replaced in one of the new apartments which had water and toilet facilities. These huts which they vacated were torn down and the land reverted to its owner. There are still other units being prepared and other hutments in the process of being taken over which will add about sixty more units. In the sixty odd apartments that are coming up about forty of them will be

in what are known as Staff Houses. These will be small self-contained apartments and will be centrally heated. It is the Municipality's intention to decorate these. They will also be equipped with electric stoves and will rent in the vicinity of \$35.00 per month. Of course the rent is only an estimated figure at present as it will have to be set by the Rental Control, as all the previous rents have been. We are anticipating that these apartments will be available about the first of July and already many applica-

tions have been received for them.

Saint John has done its best to meet the emergency need and to provide an immediate temporary solution to the problem facing returned men, making available for them homes in which they can live comfortably with their families.

This with the two hundred units Wartime Housing is in the process of constructing, plus the houses Building Enterprises are considering will do much to ease the great demand for living accommodation in this Eastern Canadian Port.

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### GRANTS TO SCHOOLS OF SOCIAL WORK

To help meet the acute shortage of qualified social workers the federal government has appropriated \$100,000 to provide scholarships and to assist in expanding the facilities of the seven schools of social work in Canada.

Benefiting by the grants are the Maritime School of Social Work, Halifax, and the schools of social work in the universities of Montreal, Laval, McGill, Toronto, Manitoba and British Columbia. \$50,000 has been earmarked for scholarships, with \$45,000 to be used in expanding and strengthening instructional facilities.

The amount of money for scholarships, as well as the grants for expanding facilities, have been worked out on the basis of their past enrolment in each of the schools. To obtain the grants the schools will submit details of how the money will be utilized to expand or strengthen their existing set-up, in the way of new faculty members, special lecturers, teaching assistants, field supervisors, librarians and other necessary personnel, and for the purchase of books and other teaching materials. It is not to be used for extension of buildings.

Dr. G. F. Davidson, Deputy Minister of Welfare, is Chairman of the technical advisory committee which worked out the method of allocating the government grants.

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There are no two ways about it; men of good intentions will have to go to work. They must express their good will concretely. If they subscribe to the belief that every man is his brother's keeper, they must prove it. Most of us have good intentions, and as long as society does not interfere with us, we beam on everybody without exerting ourselves. But now society is menaced. If we treasure our liberties, we must assume responsibility for something beyond ourselves.

—Harry Hansen, in *Survey Graphic*, July, 1946.

## About People

Frieda Held, formerly Acting Director of the Women's Volunteer Services, Department of National Health and Welfare, has been appointed to the staff of the School of Social Work, University of Toronto, where she will direct a public welfare field work unit.

An interesting development in the field of institutional care of children is the appointment to the Fairbridge Farm School at Duncan, B.C. of Winona Armitage, who has for many years been Manager of the Children's Aid Society of Vancouver. Miss Armitage is excellently qualified to undertake her new duties. Her position at the Vancouver Children's Aid Society will be filled by Miss Mary King, who has for the past several years been Assistant Manager.

From experience with British children in evacuation billets during the blitz, followed by service in the London, England, office of the Dependents Board of Trustees, Isabel Munroe, a graduate of the Montreal School of Social Work, has returned to Canada and has accepted the appointment as Supervisor of Welfare Services, Department of National Health

and Welfare, Province of Alberta. Miss Munroe is a native Albertan who prior to her overseas experience was on the staff of the Provincial Mental Health Clinics.

Kathleen Morrissey has been appointed Supervisor of Welfare Services, Department of National Health and Welfare, in the Province of New Brunswick. Miss Morrissey is a graduate of Simmons College School of Social Work and of the Pennsylvania School of Social Work and has had experience in a variety of agencies in Montreal and in the United States.

Gordon J. Aldridge, M.A., has rejoined the staff of the Big Brother Movement, Toronto, as Supervisor of Case and Clinical Services. Recently he returned from five years in the army where he saw Canadian and overseas service with the Directorate of Personnel Selection.

David Smith, M.A., for the past eight years Director of the Community Life Training Institute at Barrie, Simcoe County, Ontario, has been appointed Director of the Adult Education Division of the Department of Education, Province of Saskatchewan.

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### JUVENILES

FOR THE purposes of the Dominion Bureau of Statistics, a "juvenile" is a person under sixteen years of age. *WELFARE* readers are asked to note this fact in connection with the article which appeared on page 27 of June *WELFARE*. All statistics quoted refer to persons under sixteen.

# BOOK REVIEWS



**THIS IS THE PEACE.** Addresses given at the Canadian Institute of Public Affairs, August 18 to 25, 1945. Edited by Violet Anderson. The Ryerson Press, Toronto, 1945. Pp. VI, 118. Price \$1.25.

The seventh volume of *Couchiching Addresses* is a worthy successor to its predecessors in this series. All such publications are subject to the limitation of being somewhat dated from the very nature of their contents. In spite of this handicap the reader will find here much for the record that can be used as a background for the understanding of Canadian problems at home and abroad.

Of the eight lectures, five deal with international questions from the drafting of the Charter of the United Nations at San Francisco to the bases for Soviet policy in the Far East. A sixth by Professor Goodwin Watson of Teachers College, Columbia University, offers a provocative commentary on the psychology of human behaviour as a factor in achieving enduring peace. In the remaining lectures, Professor Corry of Queen's University describes the working of the Canadian Constitution in the postwar world and is moderately optimistic that it may prove less ill-adjusted to meet the problems of peace than many anticipate, while Dr. Harry M. Cassidy, Director of the School of Social Work in the University of Toronto,

discusses the "Dominion Proposals on Social Security 1945."

For those who from prejudice or ignorance are inclined to minimize Canada's contribution to international co-operation, some of the comments made by the visiting lecturers should prove enlightening, even when due allowance is made for the compliments of a guest to his host. Thus in discussing the San Francisco Conference, Miss Elizabeth Armstrong of the State Department, Division of International Organization of Affairs, calls attention to "the large and stimulating part played by Canada in the creation of the Social and Economic Council," and to "the unfailing and able insistence of Canada both before and during the San Francisco Conference" that the Charter should be essentially democratic. Similarly, Dr. Frank Munk, a Czech economist and a Director of Training for UNRRA, remarks in his brilliant lecture on the Reconstruction of Europe that "Canadians have shown themselves to be among the best international civil servants in the field."

Dr. Cassidy's lecture is naturally the one of most immediate interest to readers of *WELFARE*. It is a thoughtful, compact survey and analysis of the proposals submitted by the Federal Government to the Dominion-Provincial Conference of last August. The lecturer gives

them high marks for being "bold and imaginative", but points to certain gaps in the policies outlined and suggests that an expenditure of less than fourteen million dollars on further incentive grants would go a long way to make the proposals even more helpful. He very properly emphasizes the need in Canada for greater attention being paid to good social policy and administration, warning his audience that "almost everywhere there is a bad legacy of haphazard development, lack of well defined policy and an administrative disorganization." Consequently, while cautious of over centralization, Dr. Cassidy believes that the Dominion Government should increase the number of its technical bureaus, particularly in the field of Public Health. Such bureaus would be available for advisory purposes and could assist the provinces considerably in developing their social service programs. From his experience in the United States he has found that to be the case when Washington expanded its services.

F. H. SOWARD,

Ottawa.

**MEDICINE IN INDUSTRY**, by  
B. J. Stern. Commonwealth Fund, 41 E. 57th St., New York 22, N.Y., 1946. 209 pp. Price \$1.50.

The general subjects covered are the social, economic, legal and professional setting within which industrial medicine has progressed, and the development of the scientific knowledge which has enabled industrial physicians to cope with many diseases affected by occupa-

tions. The author presents data on the rates of industrial disability and the limited extent of preventive services. Among subjects considered are recent development in health and insurance programs, the problems of the handicapped in industry, and the relationships between the industrial physician and the general practitioner. The conclusion is that although great advances have been made in recent years, adequate care for the great mass of workers in the United States is still to be provided, and that industrial medicine offers a fruitful approach to preventive medicine and public health, one that needs to be skillfully and intensively developed.

F. S. PARNEY, M.D.,

*Chief, Division of Industrial Hygiene,  
Department of National Health and Welfare, Ottawa.*

**NURSING IN COMMERCE AND INDUSTRY**, by Bethel J. McGrath, R.N. Commonwealth Fund, 41 E. 57th St., New York 22, N.Y., 1946. 356 pp. Price \$3.00.

This book meets a widespread demand for an authoritative text on Industrial Nursing. Nurses in universities preparing for the generalized course in Public Health will find this text especially useful. However, the book is definitely not just a nursing textbook. Many persons with a wide variety of skills are closely allied to the nurse in industry. Physicians, safety engineers, and personnel workers will find the book valuable and enlightening. In the chapter discussing relationships within the in-

dustrial plant, one senses that the writer has first-hand knowledge of her subject. Bethel McGrath's interpretation of the philosophy and practice of industrial nursing should enable executives interested in the promotion of Industrial Health programs, to obtain more effective use of existing nursing service.

FRANCIS HARRIS, R.N.,

*Division of Industrial Hygiene, Department of National Health and Welfare, Ottawa.*

**AMERICAN FOUNDATIONS FOR SOCIAL WELFARE**, by Shelby M. Harrison and F. Emerson Andrews. Russell Sage Foundation, 1946.249 pp. Price \$2.00.

According to the authors, the broad purpose of foundations is the distribution of wealth for the public good. Foundations pursue this purpose in widely differing ways, but in general they represent a new and more scientific attitude toward giving, stressing the discovery of facts, education, prevention, correction and cure as contrasted with relief of individual need.

The funds which foundations administer are much smaller than the public assumes, and the authors state that in a typical year in the United States, all the foundations together spend somewhat less than three cents of the average philanthropic dollar. However, because foundations are organized solely to do an effective job of giving, and are profiting by cumulative ex-

perience, they are often the pioneers in new fields and the leaders of progressive movements, exercising an influence out of proportion to the mere 3 per cent of the budget of private philanthropy which is within their control.

Whereas in the early years of this century the largest foundations were an outgrowth of individual fortunes won from steel, oil and finance, and later from a wider variety of sources, today social pressures and the progressive income tax, have tended strongly against large individual accumulations.

The effect on foundations of the expansion of governmental agencies is dealt with. New fields for exploration mentioned are studies in public administration and those in the International field in connection with the Economic and Social Council of United Nations, the exchange of scholars, stimulation of foreign travel, international radio and television.

Barring major catastrophes such as severe inflation or another war, which conceivably might wipe foundations out completely, the authors consider it probable that American research foundations will continue to be an independent, original and important force for social progress.

Tables, charts and illustrations are included as well as a descriptive directory of 505 foundations covering their purposes, activities, capital assets and expenditures.

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*Continued from Outside Back Cover*

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The Canadian Welfare Council congratulates the members of the Board and the Regional Advisers whose names appeared in the Dominion Day Honours List in recognition of their outstanding service in work of national importance.

# The Canadian Welfare Council

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